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MANAGEMENT

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9200 – Fire Program Management (P)

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2. Reports Required: None
3. Materials Superseded: The manual section superseded by this release is listed under “remove” below.
4. Filing Instructions: File as directed below.

REMOVE

All of 9200 (Rel. 9-271)
(Total: 5 pages)

All of 9209 (Rel. 9-315)
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Chapter 1 - Fire Program Management

1.1 Purpose and Objectives

The purpose of this manual section is to provide consistent fire program management direction and guidance to Bureau of Land Management (BLM) users and managers. The objective of this direction and guidance is to guide the philosophy, direction and implementation of fire management planning, activities and projects on BLM lands, and to ensure compliance with Federal wildland fire management policy. Most of the interagency wildland fire publications can be found in the National Fire Equipment System (NFES) and will be referenced as such in this manual as appropriate.

1.2 Authority

The BLM fire management program operates under the following authorities:

- A. Protection Act of September 20, 1922 (42 Stat. 857; 16 United States Code [USC] 594).
- B. Taylor Grazing Act of June 28, 1934 (48 Stat. 1269; 43 USC 315).
- C. O & C Act of August 28, 1937 (50 Stat. 874; 43 USC 1181e).
- D. Reciprocal Fire Protection Act of May 27, 1955 (69 Stat. 66; 42 USC 1856, 1856a).
- E. Economy Act of June 30, 1932 (47 Stat. 417; 31 USC 686).
- F. Federal Land Policy and Management Act of 1976 (Public Law 94-579; 43 USC 1701).
- G. Disaster Relief Act, Section 417 (Public Law 93-288).
- H. Annual Appropriations Acts for the Department of the Interior (DOI).
- I. United States Department of the Interior Manual (296 DM 1).
- J. Healthy Forests Restoration Act of 2003 (H.R. 1904), Public Law 108-148, December 3, 2003.

1.3 Responsibility

The BLM fire management program organization and responsibilities are stated in the following documents:

- A. Existing delegations (296 DM 1.1) from the Secretary of the Interior to the Assistant Secretary of Land and Mineral Management provide for the operation of the fire management program.
- B. BLM Manual 1203, Delegation of Authority, Rel 1-1717, July 14, 2009.
- C. *Interagency Standards for Fire and Fire Aviation Operations*, NFES #2724

1.4 Policies and References

The BLM fire management program operates according to the following policies and references:

- A. Review and Update of the 1995 Federal Wildland Fire Management Policy, January 2001.
- B. Guidance for Implementation of Federal Management Policy, February 13, 2009.

Policies and references specific to each functional area are contained in subsequent chapters. In addition to these policies and references, the BLM emphasizes that the protection of firefighters and public safety is the single, overriding priority in every fire management activity. Setting priorities among protecting public communities and community infrastructure, other property and improvements, and natural and cultural resources will be done based on the values to be protected, human health and safety, and the costs of protection. Protecting, conserving, and restoring the health of the sagebrush-steppe ecosystem is a critical fire management program priority.

1.5 File and Records Maintenance

All fire records, including the Individual Fire Report (DI-1202), will be managed according to established records retention and disposal policies. Fire records may be subject to public disclosure under the Freedom of Information Act. For more information reference the:

- A. BLM Manual 1220, Records and Information Management, March 18, 2015.
- B. BLM Manual 1278, External Access to BLM Information, Rel. 1-1744, September 17, 2012.

Chapter 2 - Fire and Aviation

2.1 Purpose and Objectives

The Assistant Director, Fire and Aviation (AD, FA) is based at the National Interagency Fire Center (NIFC) in Boise, Idaho, with a Deputy Assistant Director (DAD) in Boise and a liaison (Senior Program Advisor) in Washington, D.C. The AD located in Boise provides leadership in protecting life, property and ecosystems from damage by wildfires, and assists in enhancing ecosystem health, integrity and diversity through the use of fire. The AD, FA is responsible for establishing national policy, guidance and standards; and maintains functional oversight and interagency coordination for all fire and aviation programs. The Senior Program Advisor in Washington, D.C. serves as a liaison with other Bureau programs, ADs, the Deputy Directors, and the Director. The NIFC is a physical facility located in Boise, Idaho, at which a number of Federal agencies, including the Bureau of Land Management (BLM), maintain national offices and operational entities. The facility is hosted and managed by the BLM. Day-to-day management of the NIFC facility is the responsibility of the AD, FA in conjunction with an interagency governing board. Partner agencies and organizations located at NIFC include fire-related units of the Forest Service, National Park Service, Bureau of Indian Affairs, and the U.S. Fish and Wildlife Service; along with the National Weather Service. The National Association of State Foresters and the U.S. Fire Administration are also represented at NIFC. The National Interagency Coordination Center at NIFC provides national-level wildland fire resource dispatch, coordination and information services.

2.2 Policies and References

BLM Fire and Aviation operates according to the following policies and references:

- A. Existing delegations (296 DM 1.1) from the Secretary of the Interior to the Assistant Secretary – Land and Minerals Management provide for the operation of the fire management program.
- A. BLM Manual 1203, Delegation of Authority, Rel 1-1717, July 14, 2009.
- B. Review and Update of the *1995 Federal Wildland Fire Management Policy*, January 2001.
- C. Guidance for *Implementation of the 1995 Federal Wildland Fire Management Policy, January 2001*. Updated February 13, 2009.
- D. *Interagency Standards for Fire and Fire Aviation Operations*, National Fire Equipment System NFES #2724.
- E. *BLM Standards for Fire Training and Workforce Development*, January 2013.
- F. BLM Manual 1112, Safety, Rel 1-1665, June 16, 2000.

G. BLM Manual 1292, Radio Communications, Rel 1-1752, June 28, 2013.

Chapter 3 - Fire Operations and Safety

3.1 Purpose and Objectives

BLM Fire and Aviation Division of Fire Operations and Safety assists BLM fire programs in safely and effectively accomplishing fire management objectives by providing operational direction and technical and managerial assistance in all areas of fire operations including: preparedness, safety, equipment, training and workforce development, and radios.

Staff in this Division serve as the principal technical experts and advisors on fire operations to the AD, FA, and Deputy Assistant Director, Fire and Aviation (DAD, FA), and to the BLM State Fire Programs. This Division provides the AD, FA and the DAD, FA with technical advice, operational oversight, and leadership in all aspects of fire operations. The Division also performs annual Bureau fire program preparedness reviews; evaluates compliance with policies, objectives, and standards; and assesses operational readiness and provides technical assistance to solve identified problems. This Division performs other operations reviews as required or requested. This Division also assists the AD, FA and DAD, FA in the formulation and establishment of national policies and programs pertinent to wildland fire preparedness, suppression, shared national resources, safety, training, and equipment; and serves as the BLM's technical experts on national interagency mobilization and utilization of fire suppression resources. The Fire Operations Division also develops national plans, standards, and technical guides for the BLM and interagency fire management operations; and develops and implements safety programs, accident investigation procedures, and safety trend analyses.

3.2 Policies and References

The Fire Operations Division operates according to the following policies and references:

- A. *Interagency Standards for Fire and Fire Aviation Operations*, (NFES) #2724.
- B. *BLM Standards for Fire Training and Workforce Development*, January 2013.
- C. BLM Manual 1112, Safety, Rel 1-1665, June 16, 2000.
- D. BLM Manual 1292, Radio Communications, Rel 1-1752, June 28, 2013.

Chapter 4 - Budget and Evaluation

4.1 Purpose and Objectives

The BLM Fire and Aviation Division of Budget and Evaluation provides national direction and oversight for the Bureau's wildland fire management budget formulation, justification, and evaluation. The Division serves as the Bureau's primary representative in the DOI wildland fire management budget formulation and execution process, working with the DOI wildland fire management budget leads and the Department's Office of Wildland Fire (OWF) to prepare DOI wildland fire management budget packages, such as the Departmental Request and the President's Budget justification. The Division coordinates all budget activities between the Bureau's Washington Office and the wildland fire management program, and is responsible for developing planning target allocations, annual work plans, capability statements, effects statements and responses to congressional inquiries. The Division provides technical advice and support for all issues involving fire business management practices. The Division manages the Casual Pay Center for processing emergency firefighter payments for the four DOI wildland fire management agencies (BLM, Bureau of Indian Affairs, U.S. Fish & Wildlife Service and National Park Service). The Division provides budget related assistance, review and analysis for all FA divisions.

4.2 Policies and References

The Budget and Evaluation Division operates according to the following policies and references:

- A. National Wildfire Coordinating Group (NWCG) Interagency Incident Business Management Handbook, NFES 2160, August 2012.
- B. *BLM Standards for Fire Business Management*, April, 2014.

Chapter 5 Aviation

5.1 Purpose and Objectives

The BLM Fire and Aviation Division of Aviation is responsible for supporting all BLM fire and resource management programs through an active and professional aviation organization.

The Division Chief serves as principal aviation advisor to the AD, DAD, other staffs, and states, and is the BLM's representative in dealing with the Department on aviation related issues. The Division identifies and develops Bureau aviation policies, methods and procedures, as well as standardized technical specifications for a variety of specialized firefighting missions for incorporation into the directives system. The Division coordinates aviation-related activities and services between the Washington Office (WO) and states with other wildland firefighting, regulatory, investigative, and military agencies. The Division assures aviation compliance with accepted business practices, and coordinates aviation-related activities and services with aviation user staffs at the WO, and state office levels. The Division represents the BLM at interagency meetings and in interagency committees charged with developing government-wide aviation policies, requirements, procedures and reports. The Division also represents the BLM at aviation industry meetings and conventions. Additionally, the Division develops and implements aviation safety programs, accident investigation procedures, and aviation safety trend analyses. The Division also plans and conducts reviews and evaluations of state aviation programs; plans and conducts technical and managerial analyses relating to the identification of aviation organization and resources appropriate for agency use, cost-effectiveness of aviation firefighting, other specialized missions, aircraft acquisition requirements, and equipment developmental needs, and related areas.

5.2 Authority

The authority for the aviation management program derives from 43 USC 2 and 1201 for the Secretary of the Interior, and annual appropriations acts for specific authorizations.

5.3 Responsibility

The BLM aviation management program organization and responsibilities are stated in the BLM Manual 9400 *Aviation Management* and the BLM National Aviation Plan.

5.4 Policies and References

The Division of Aviation operates according to the following policies and references:

- A. 14 Code of Federal Regulations, Federal Aviation Administration.
- B. DOI Departmental Manual (350-353 DM).

- C. Office of Aviation Services Operational Procedures Memorandums.
- D. BLM Manual 9400 Aviation Management, Rel. 9-381, November 14, 2008.
- E. *Interagency Standards for Fire and Fire Aviation Operations*, NFES #2724.
- F. Aviation Plans, Handbooks and Operational Guides (See Appendix 1).

Chapter 6 - Fire Planning and Fuels Management

6.1 Purpose and Objectives

The BLM Fire and Aviation Division of Fire Planning and Resources is responsible for the development and implementation of the Bureau-wide fire planning, fuels management, fire ecology, community assistance, and fire trespass programs. The Division recommends the distribution of community assistance and fire planning-related preparedness program funds and fuels program funds to states; and tracks all fuels management program fund distributions and program accomplishments. The Division is also the lead for wildland fire program data and information management, including geospatial data. The Division is highly integrated with other Bureau vegetation management programs that interact and enhance rangeland condition, forest/woodland health, wildlife habitat, and invasive species. The Division serves as one of the core Bureau partners for landscape management on public lands.

6.2 Policies and References

The Fire Planning and Resources Division operates according to the following policies and references:

- A. BLM Manual 1211 (currently under revision in 2015)
- B. BLM Manual 1601, Land Use Planning, Rel. 1-1666, November 22, 2000.
- C. BLM Manual 1734, Rangeland Interagency Ecological Site Manual, May 2012.
- D. BLM Manual 1740 Renewable Resource Improvements and Treatments, Rel. 1-1713, February 29, 2008.
- E. BLM Manual 5800 Forest Protection and Pest Management released May 22, 1985.
- F. BLM Manual 9011 Chemical Pest Control, (currently under revision in 2015).
- G. BLM Manual 9211 Fire Planning, Rel. 3-399, September 25, 2012.
- H. BLM Manual 9214 Fuels Management and Community Assistance (In draft during publication of this document).
- I. BLM Manual 9218 Reports and Statistics (In draft during publication of this document).
- J. BLM Manual 9238 Fire Trespass (In draft during publication of this document).
- K. *Interagency Standards for Fire and Fire Aviation Operations*, NFES #2724.

Chapter 7 - External Affairs

7.1 Purpose and Objectives

The BLM Fire and Aviation Division of External Affairs exists to support Fire and Aviation, the Washington office, other agencies, and field units with a broad range of communication and information coordination services.

This Division is responsible for the public and political face of the fire and aviation program. The Division coordinates responses to inquiries from national media; other Federal agencies; the Department; and congressional, political and other internal and external constituents. This Division is responsible for coordinating information between the Department, NIFC agencies and other internal and external stakeholders. The Division develops recommendations pertaining to EA aspects for BLM fire and aviation policies; and (in conjunction with other departments and agencies) initiates external affairs policies and procedures pertaining to fire and aviation for adoption at the department level. The Division coordinates with BLM Legislative Affairs on proposed legislation pertaining to fire and aviation.

The Division Chief represents the AD, FA in a wide variety of external contacts. The Division Chief provides analysis and advice on public reaction to major policy and program issues and is the primary point of contact for external audiences regarding BLM fire and aviation policy. The Division Chief may occasionally be asked to serve as a primary point of contact regarding DOI fire and aviation policy.

The Division Chief serves as the primary manager for the collaborative external affairs program at NIFC and is the senior public affairs specialist at NIFC.

Other EA objectives include:

- Provides leadership and public affairs expertise to the BLM fire and aviation program, as well as to the Department, other agencies located at the (NIFC) and BLM field-level offices.
- Serves as primary point of contact for BLM Washington Office public affairs and other DOI external affairs and communication offices concerning fire and aviation issues.
- Coordinates input and analysis to BLM Legislative Affairs on proposed legislation regarding fire and aviation. This objective includes reviewing testimony and coordinating responses to formal questions from lawmakers and congressional committees.

- Manages BLM response to news media and other public inquiries relating to FA issues and policies.
- Leads BLM fire and aviation in the development of strategic messages in cooperation with other wildland fire agencies and entities; and helping disseminate strategic messages using a variety of internal and external communication methods.
- Oversees the BLM fire and aviation social media program.
- Plans and coordinates visits from foreign fire and aviation officials and other dignitaries to NIFC.

7.2 Policies and References

The External Affairs Division operates according to the following policies and references:

- A. BLM National Communications Directorate:
<http://web.blm.gov/wo600/>
- B. BLM Web and News Media Policy:
<http://web.blm.gov/wo600/webresources/policy.php>
- C. *Interagency Standards for Fire and Fire Aviation Operations*, NFES #2724.
- D. NWCG Interagency Media Guidelines, March 2004.
- E. Documentary and Series Producer's Guide:
http://www.nifc.gov/fireInfo/fireInfo_producerGuide.html

Chapter 8 - Support Services

8.1 Purpose and Objectives

The BLM Fire and Aviation Division of Support Services manages all aspects of the responsibilities and programs under the jurisdiction of NIFC for the benefit of the BLM and cooperating agencies; and directs the accomplishment of the approved operating budget, exercising appropriate control to assure program quality goals are met according to established standards. The Division also interprets departmental and Bureau policies and directives as they affect NIFC programs and participates in the BLM-wide and interagency task force activities as a leader or member. This Division also is responsible for the NIFC Site and Facilities management, Business Practices, Human Resources, Radio, and Information Resource Management (IRM); and supports the implementation of the BLM's Automation, Modernization, and IRM initiatives as they apply to BLM/NIFC. The Division also serves as a focal point for national level management. The Division Chief coordinates with key officials in affected Federal agencies.

8.2 Policies and References

The Support Services Division operates according to the following policies and references (This is not an inclusive list due to the diversity of this Division's mission):

- A. *Interagency Standards for Fire and Fire Aviation Operations*, NFES #2724.
- B. National Wildfire Coordinating Group (NWCG) *Interagency Incident Business Management Handbook*, NFES 2160, August 2012.
- C. BLM *Standards for Fire Business Management*, April, 2014.
- D. Federal Acquisition Regulations (Current Version)
- E. BLM Manual 1112 *Safety*, June 16, 2015.
- F. BLM Manual 1220-I, *Records*, March 18, 2015.
- G. BLM Manual 1278, *External Access*, September 17, 2012.
- H. BLM Manual 1400-302, *Temporary and Seasonal Employment*, November 4, 2011.
- I. BLM Manual 1400-335, *Merit Promotion and Internal Placement*, April 22, 2011.
- J. BLM Manual 1203, *Delegation of Authority*, July 14, 2009.

Appendix 1 - BLM Fire Aviation

A multitude of references is available to assist the aviation user. The DOI manuals, Aviation Management Directorate Operational Procedures Memorandums and handbooks prevail when there are conflicts or other documents are less restrictive.

Aviation Handbooks

- *Interagency Aviation Transport of Hazardous Materials Handbook*, NFES 1068, January 2005.
- *DOI Aviation Life Support Equipment (ALSE) Handbook*, 351 DM 1 Supplement, October 2008.

Aviation Plans

- BLM National Aviation Plan
- BLM state aviation plans
- District/unit aviation plans

Aviation Guides

- *DOI ALSE Flight Helmet User's Guide*, June 2008.
- *DOI Field Reference Guide for Aviation Users*, February 2013.
- *Interagency Helicopter Operations Guide*, NFES 1885, February 2013.
- *Interagency Smokejumper Pilots Operations Guide*, March 2009/2010 edition.
- *Interagency Airspace Coordination Guide*, July 2003.
- *Interagency Aviation User Pocket Guide*, NFES 1373, October 2008
- *Interagency Helicopter Rappel Guide*, May 2011.
- *Interagency Aerial Ignition Guide*, Publications Management System (PMS) 501, March 2012.
- *Interagency Single Engine Air Tanker Operations Guide*, NFES 1844, May 2011.
- *Interagency Airtanker Base Operations Guide*, NFES 2271, May 2011.
- *Interagency Aviation Training Guide*, 2012.
- *Interagency Aerial Supervision Guide*, NFES 2544, January 2014.